A NATIONAL INSTITUTE OF CORRECTIONS TECHNICAL ASSISTANCE REPORT
TA No. 13J036

JAIL AND JUSTICE
SYSTEM ASSESSMENT

Minnehaha County Sheriff's Office
Sioux Falls, South Dakota

Prepared by:
Dennis R. Liebert
April Potterff, AIA

December 18 -19, 2012
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>DISCLAIMER</td>
<td>2</td>
</tr>
<tr>
<td>PART I. BACKGROUND</td>
<td>3</td>
</tr>
<tr>
<td>PART II. LOCAOTIONAL OVERVIEW AND POPULATION PROFILE</td>
<td>7</td>
</tr>
<tr>
<td>PART III. AVERAGE DAILY POPULATION - HISTORICAL DATA</td>
<td>9</td>
</tr>
<tr>
<td>PART IV. JAIL/COMMUNITY CORRECTIONS CENTER POPULATION PROFILE</td>
<td>12</td>
</tr>
<tr>
<td>Date of Onsite Visit</td>
<td></td>
</tr>
<tr>
<td>PART V. SUMMARY OF ON-SITE MEETINGS AND ACTIVITIES</td>
<td>13</td>
</tr>
<tr>
<td>Observations and Impressions</td>
<td>22</td>
</tr>
<tr>
<td>PART VI. NEXT STEPS AND RECOMMENDATIONS</td>
<td>30</td>
</tr>
</tbody>
</table>

## APPENDICES

<table>
<thead>
<tr>
<th>Appendix</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appendix A</td>
<td>On-site Schedule of Activities</td>
</tr>
<tr>
<td>Appendix B</td>
<td>Stakeholder Meeting Participants</td>
</tr>
<tr>
<td>Appendix C</td>
<td>Town Hall Meeting Participants</td>
</tr>
<tr>
<td>Appendix D</td>
<td>Community Corrections Center Floor Plan</td>
</tr>
<tr>
<td>Appendix E</td>
<td>Stakeholder Meeting Power Point Presentation</td>
</tr>
<tr>
<td>Appendix F</td>
<td>Town Hall Power Point Presentation</td>
</tr>
<tr>
<td>Appendix G</td>
<td>Community Corrections Center Use Permit</td>
</tr>
</tbody>
</table>
DISCLAIMER

RE: NIC Technical Assistance No. 13J1036

This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a Federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource person who provided the on-site technical assistance did so through a cooperative agreement, at the request of the Minnehaha County Sheriff's Department, and through the coordination of the National Institute of Corrections. The direct onsite assistance and the subsequent report are intended to assist the agency in addressing issues outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Mr. Dennis Liebert and Ms. April Pottorff. The contents do not necessarily reflect the official views or policies of the National Institute of Corrections.
PART I
BACKGROUND

A. Request for Technical Assistance

Sheriff Michael Milstead, Minnehaha County, SD Sheriff, submitted a request for a Jail and Justice System Assessment (JSA) to the National Institute of Corrections. Mr. Mike Jackson, Program Specialist with the National Institute of Corrections, assigned Dennis Liebert and April Pottorff to deliver the on-site technical assistance on December 18 -19, 2012. The technical resource providers (TRP) coordinated arrangements for the visit and technical assistance activities with Sheriff Milstead and Warden Darin Young.

B. National Institute of Corrections

The National Institute of Corrections (NIC) is a small federal agency within the Department of Justice, Bureau of Prisons. NIC provides training, technical assistance, information services, and policy/program development assistance to federal, state, and local corrections agencies. NIC also provides leadership to influence correctional policies, practices, and operations nationwide in areas of emerging interest and concern to correctional executives and practitioners as well as public policymakers.

C. Jail and Justice System Assessment (JSA)

**JISA Purpose and Goals**

Jurisdictions frequently request a JSA because the jail or community corrections center (CCC), which they operate is “crowded”, or, it is in poor condition and, as such, under some scrutiny. Jail officials are unable to fully control the flow in and out of the jail CCC, yet they must provide for the safe and secure management of all those remanded to the Sheriff’s custody. Changes in policy and practice in an individual justice system component can cause changes in the inmate population. However, each component of the system often works in a vacuum - unaware of what the rest of the system is doing. In this instance, the pre-dominate issue is the condition and size of the CCC and the near capacity of both the CCC and the jail facility.

The jail was newly constructed in 2003 with 400 secure beds. It serves as a regional jail. Neighboring Lincoln County does not have a jail. Parts of the older, closed jail are still available for possible renovation and re-use for some type of secure housing or other possible uses.

The CCC, located on Russell Street, was opened in 1992 with three units totaling 231 beds. However, one of the units houses 124 residents, which is too large and difficult to observe. Another unit can only be entered through the boiler room. The building is a renovated Elks Lodge.

The goals of the JJSA are to help jurisdictions understand their justice system components, and to begin an inventory of their systems; to educate jurisdictions so they understand it is never
just a "jail or CCC problem," but is in fact, a justice system problem and a community problem; provide information about the facility development process in a way that leads them to educated decisions about the need to build and/or to explore alternatives; and to guide jurisdictions in a process to begin assessing their readiness for planning.

**JISA Activities**

The JISA process includes a tour and assessment of the jail and CCC, a review of jail and system data (though not much data was available in a format that could be used for analysis), meeting with key criminal justice officials, a tour of the jail and CCC, a stakeholder’s meeting, and a Town Hall meeting - all of which occurred over a two-day period when the NIC technical resource providers are present in the community. The initial meeting provided the TRPs an opportunity to understand how the local criminal justice system is organized and operates and how system policies and practices may be impacting the jail and CCC, and how the jail and CCC may be impacting the effective functioning of the system. The tour provided the TRPs an opportunity to formulate observations and impressions about jail and CCC conditions and operations. The Stakeholder’s and Town Hall meetings provided an opportunity to:

- Educate the participants about the impact of justice system policies and practices on the use of the jail and community corrections facilities and the size of the jail and CCC populations;

- Share the TRPs’ preliminary observations and impressions about the jail and CCC;

- Highlight preliminary information about the facility development process and conducting a needs assessment;

- Discuss the barriers to effective planning and assess their readiness to plan;

- Facilitate a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

**D. Preparations for the On-site Visit**

Prior to the on-site visit, TRP Dennis Liebert contacted Warden Darin Young, Sheriff Milsted’s contact person for the project, to get further detail on the County’s expectations and desired outcomes for the JISA. Warden Young cited the age and overall facility conditions at the CCC as the driving force behind the request. The existing jail was fairly new and incorporated the direct supervision operational philosophy. However, at times the inmate population approaches capacity. The JISA was requested as a way to stimulate the community discussion about the jail and CCC and learn more about effective approaches to planning for building a new facility.

These discussions resulted in the following scope of work for the **Jail and Justice System Assessment**:
• Make necessary preparations for the onsite visit;
• Conduct an entrance meeting with Sheriff Milstead, county commissioners, and key justice system officials to get their perspectives on the issues and needs relating to the jail and CCC, review the desired outcomes for the JJSA, and, confirm the agenda for the two-day site visit;
• Tour the jail and community corrections center to assess conditions and review operations;
• Facilitate a stakeholder and town hall meeting to present information about the local jail and CCC and the impact of system policies and practices on their use; present preliminary assessment findings; and provide an overview of the facility development and needs assessment processes;
• Conduct an exit meeting with Sheriff Milstead and Warden Young and other interested parties to review the site visit activities and discuss next steps; and
• Prepare a technical assistance report outlining the findings and recommendations developed pursuant to the JJSA.

To prepare for the onsite visit the technical resource providers:

• Outlined the necessary on-site preparations for the local point of contact, including a draft of an onsite agenda and list of persons to be invited to attend the initial meeting, stakeholder’s meeting and town hall meeting;
• Requested selected jail trend and snapshot data;
• Reviewed and conducted preliminary analysis of jail and CCC data provided by the sheriff’s office;
• Prepared an agenda and slides for the town hall meeting;
• Gathered available statistics on county population trends and characteristics; and
• Finalized and confirmed the overall agenda for the JJSA with the local point of contact.

The following documents were reviewed during the course of this activity:

• JJSA lesson plans and technical resource materials;
• County jail population data;
• Background information (economic, demographic, cultural, governmental structure, etc.) on Minnehaha County;
• Various documents and reports providing information about criminal justice activity within Minnehaha County.

The Warden and the stakeholders were given a background and contact information about the NIC Information Center and were made aware of the following NIC documents and resource materials that were available and would be useful to the County during this planning process. Some of these documents included:

• Beyond the Myths: The Jail in Your Community (DVD)
• The Jail Planning Process – Doing it Right (DVD)
On the first day the TRPs met individually with the following persons:

- Michael Milstead, Sheriff
- Darin Young, Warden
- Gerald Beninga, County Commissioner
- Cindy Heiberger, County Commissioner
- Honorable Lawrence Long, Presiding Judge, Circuit Court
- Aaron McGowan, State’s Attorney
- Cordy Swanson, Chief Civil State’s Attorney
- Traci Smith, Public Defender
- Mark Kadi, Public Advocate

Several of the above-named or their representatives, along with other officials and community members, attended the stakeholder’s meeting and/or the town hall meeting, the following day. A list of those participants is included in Appendix.

The purpose of this report is to document:

- The TRPs’ observations and impressions of the existing jail facilities and operations;
- A summary of the TRPs’ meetings with key criminal justice officials;
- A summary of the stakeholder and town hall meetings;
- The TRPs’ recommendations regarding the planning process and the steps that should occur to develop a long range plan to meet the county’s correctional needs; and
- Short-term and long-term recommendations regarding the planning of a new CCC.
PART II
LOCATIONAL OVERVIEW AND POPULATION PROFILE

This section provides general information about the location and characteristics of Minnehaha County.

A. Overview of Minnehaha County

Minnehaha County, created in 1862, is a political subdivision of the State of South Dakota encompassing 810 square miles. Minnehaha County is the largest county in the state in terms of population. The 2010, Census recorded a population of 169,468. Minnehaha County is governed by ten elected officials - 5 part-time Commissioners, an Auditor, a Treasurer, a State's Attorney, Register of Deeds and Sheriff. Daily operations are managed by 19 full-time Department Heads.

The County, employing 524 full-time employees, provides such services as: law enforcement, jail administration, highway construction/maintenance, property valuation, planning/zoning, emergency management, poor relief, juvenile detention services, election administration, official recording of deeds and documents, vehicle tax and licensing, and, property tax collection and administration.

The County also maintains two rural parks. In conjunction with the City of Sioux Falls, the County maintains the Siouxland Library system, the Siouxland Heritage Museum system, and, dispatches police, fire and medical personnel through the Metro Communications 911 Center.

B. Population Profile

<table>
<thead>
<tr>
<th>Minnehaha County, South Dakota</th>
<th>Minnehaha County</th>
<th>South Dakota</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population, 2011 estimate</td>
<td>171,752</td>
<td>824,082</td>
</tr>
<tr>
<td>Population, 2010 (April 1) estimates base</td>
<td>169,468</td>
<td>814,180</td>
</tr>
<tr>
<td>Population, percent change, April 1, 2010 to July 1, 2011</td>
<td>1.3%</td>
<td>1.2%</td>
</tr>
<tr>
<td>Population, 2010</td>
<td>169,468</td>
<td>814,180</td>
</tr>
<tr>
<td>Persons under 5 years, percent, 2011</td>
<td>7.5%</td>
<td>7.2%</td>
</tr>
<tr>
<td>Persons under 18 years, percent, 2011</td>
<td>24.9%</td>
<td>24.7%</td>
</tr>
<tr>
<td>Persons 65 years and over, percent, 2011</td>
<td>11.3%</td>
<td>14.4%</td>
</tr>
<tr>
<td>Female persons, percent, 2011</td>
<td>50.1%</td>
<td>49.9%</td>
</tr>
<tr>
<td>White persons, percent, 2011 (a)</td>
<td>89.7%</td>
<td>86.6%</td>
</tr>
<tr>
<td>Black persons, percent, 2011 (a)</td>
<td>3.8%</td>
<td>1.4%</td>
</tr>
<tr>
<td>American Indian and Alaska Native persons, percent, 2011 (a)</td>
<td>2.8%</td>
<td>8.9%</td>
</tr>
<tr>
<td>Asian persons, percent, 2011 (a)</td>
<td>1.5%</td>
<td>1.0%</td>
</tr>
<tr>
<td>Native Hawaiian and Other Pacific Islander persons, percent, 2011 (a)</td>
<td>0.1%</td>
<td>0.1%</td>
</tr>
<tr>
<td>Persons reporting two or more races, percent, 2011</td>
<td>2.1%</td>
<td>2.0%</td>
</tr>
<tr>
<td>Statistic</td>
<td>Minnehaha County</td>
<td>South Dakota</td>
</tr>
<tr>
<td>----------------------------------------------------------------------------</td>
<td>------------------</td>
<td>--------------</td>
</tr>
<tr>
<td>Persons of Hispanic or Latino Origin, percent, 2011 (b)</td>
<td>4.3%</td>
<td>2.9%</td>
</tr>
<tr>
<td>White persons not Hispanic, percent, 2011</td>
<td>86.1%</td>
<td>84.4%</td>
</tr>
<tr>
<td>Living in same house 1 year &amp; over, percent, 2007-2011</td>
<td>83.4%</td>
<td>84.2%</td>
</tr>
<tr>
<td>Foreign born persons, percent, 2007-2011</td>
<td>5.5%</td>
<td>2.4%</td>
</tr>
<tr>
<td>Language other than English spoken at home, percentage 5+, 2007-2011</td>
<td>9.4%</td>
<td>6.7%</td>
</tr>
<tr>
<td>High school graduate or higher, percent of persons age 25+, 2007-2011</td>
<td>90.8%</td>
<td>89.8%</td>
</tr>
<tr>
<td>Bachelor's degree or higher, percent of persons age 25+, 2007-2011</td>
<td>29.2%</td>
<td>25.8%</td>
</tr>
<tr>
<td>Veterans, 2007-2011</td>
<td>12,494</td>
<td>71,125</td>
</tr>
<tr>
<td>Mean travel time to work (minutes), workers age 16+, 2007-2011</td>
<td>17.1</td>
<td>16.7</td>
</tr>
<tr>
<td>Housing units, 2011</td>
<td>72,442</td>
<td>366,540</td>
</tr>
<tr>
<td>Homeownership rate, 2007-2011</td>
<td>65.4%</td>
<td>68.7%</td>
</tr>
<tr>
<td>Housing units in multi-unit structures, percent, 2007-2011</td>
<td>27.0%</td>
<td>18.5%</td>
</tr>
<tr>
<td>Median value of owner-occupied housing units, 2007-2011</td>
<td>$147,600</td>
<td>$127,000</td>
</tr>
<tr>
<td>Households, 2007-2011</td>
<td>66,238</td>
<td>318,466</td>
</tr>
<tr>
<td>Persons per household, 2007-2011</td>
<td>2.46</td>
<td>2.43</td>
</tr>
<tr>
<td>Per capita money income in the past 12 months (2011 dollars), 2007-2011</td>
<td>$26,714</td>
<td>$24,925</td>
</tr>
<tr>
<td>Median household income, 2007-2011</td>
<td>$52,758</td>
<td>$48,010</td>
</tr>
<tr>
<td>Persons below poverty level, percent, 2007-2011</td>
<td>10.3%</td>
<td>13.8%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Business QuickFacts</th>
<th>Minnehaha County</th>
<th>South Dakota</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private nonfarm establishments, 2010</td>
<td>5,477</td>
<td>25,622¹</td>
</tr>
<tr>
<td>Private nonfarm employment, 2010</td>
<td>109,168</td>
<td>329,163¹</td>
</tr>
<tr>
<td>Private nonfarm employment, percent change, 2000-2010</td>
<td>10.6</td>
<td>7.3¹</td>
</tr>
<tr>
<td>Nonemployer establishments, 2010</td>
<td>12,398</td>
<td>60,211</td>
</tr>
<tr>
<td>Total number of firms, 2007</td>
<td>17,191</td>
<td>76,997</td>
</tr>
<tr>
<td>Black-owned firms, percent, 2007</td>
<td>S</td>
<td>0.3%</td>
</tr>
<tr>
<td>American Indian- and Alaska Native-owned firms, percent, 2007</td>
<td>0.7%</td>
<td>2.2%</td>
</tr>
<tr>
<td>Asian-owned firms, percent, 2007</td>
<td>0.9%</td>
<td>0.6%</td>
</tr>
<tr>
<td>Native Hawaiian and Other Pacific Islander-owned firms, percent, 2007</td>
<td>F</td>
<td>0.0%</td>
</tr>
<tr>
<td>Hispanic-owned firms, percent, 2007</td>
<td>1.0%</td>
<td>0.8%</td>
</tr>
<tr>
<td>Women-owned firms, percent, 2007</td>
<td>22.1%</td>
<td>22.2%</td>
</tr>
<tr>
<td>Manufacturers shipments, 2007 ($1000)</td>
<td>3,518,804</td>
<td>13,051,128</td>
</tr>
<tr>
<td>Merchant wholesaler sales, 2007 ($1000)</td>
<td>3,023,482</td>
<td>11,400,476</td>
</tr>
<tr>
<td>Retail sales, 2007 ($1000)</td>
<td>3,823,826</td>
<td>12,266,218</td>
</tr>
<tr>
<td>Retail sales per capita, 2007</td>
<td>$21,711</td>
<td>$15,390</td>
</tr>
<tr>
<td>Accommodation and food services sales, 2007 ($1000)</td>
<td>389,913</td>
<td>1,622,751</td>
</tr>
<tr>
<td>Building permits, 2011</td>
<td>960</td>
<td>2,813</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Geography QuickFacts</th>
<th>Minnehaha County</th>
<th>South Dakota</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land area in square miles, 2010</td>
<td>807.15</td>
<td>75,811.00</td>
</tr>
<tr>
<td>Persons per square mile, 2010</td>
<td>210.0</td>
<td>10.7</td>
</tr>
</tbody>
</table>

Minnehaha County, SD
### PART III:

**MINNEHAHA COUNTY AVERAGE DAILY POPULATION DATA FOR THE JAIL AND COMMUNITY CORRECTIONS CENTER**

**2009 – 2012**

Minnehaha County, SD  
Average Daily Population  
01/01/2009 – 12/31/2009

<table>
<thead>
<tr>
<th>Prisoner Type</th>
<th>Jail</th>
<th>CCC</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>DOC Males</td>
<td>3.9</td>
<td>15.4</td>
<td>19.3</td>
</tr>
<tr>
<td>DOC Females</td>
<td>1.0</td>
<td>21.8</td>
<td>22.8</td>
</tr>
<tr>
<td><strong>Total DOC</strong></td>
<td>4.9</td>
<td>37.2</td>
<td>42.1</td>
</tr>
<tr>
<td>Federal Males</td>
<td>71.3</td>
<td>0.4</td>
<td>71.7</td>
</tr>
<tr>
<td>Federal Females</td>
<td>9.5</td>
<td>0.0</td>
<td>9.5</td>
</tr>
<tr>
<td><strong>Total Federal</strong></td>
<td>80.8</td>
<td>0.4</td>
<td>81.2</td>
</tr>
<tr>
<td>Contract Males</td>
<td>28.8</td>
<td>17.7</td>
<td>46.5</td>
</tr>
<tr>
<td>Contract Females</td>
<td>6.7</td>
<td>2.1</td>
<td>3.8</td>
</tr>
<tr>
<td><strong>Total Contract</strong></td>
<td>35.5</td>
<td>19.8</td>
<td>55.3</td>
</tr>
<tr>
<td>Minnehaha Males</td>
<td>203.0</td>
<td>03.0</td>
<td>206.0</td>
</tr>
<tr>
<td>Minnehaha Females</td>
<td>45.0</td>
<td>18.6</td>
<td>63.6</td>
</tr>
<tr>
<td><strong>Total Minnehaha</strong></td>
<td>254.6</td>
<td>65.6</td>
<td>320.2</td>
</tr>
<tr>
<td><strong>TOTAL AVERAGE DAILY INMATES</strong></td>
<td>379.6</td>
<td>144.2</td>
<td>523.8</td>
</tr>
</tbody>
</table>

Minnehaha County, SD  
Average Daily Population  
01/01/2010 – 12/31/2010

<table>
<thead>
<tr>
<th>Prisoner Type</th>
<th>Jail</th>
<th>CCC</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>DOC Males</td>
<td>2.1</td>
<td>1.6</td>
<td>3.5</td>
</tr>
<tr>
<td>DOC Females</td>
<td>0.3</td>
<td>20.6</td>
<td>21.1</td>
</tr>
<tr>
<td><strong>Total DOC</strong></td>
<td>2.4</td>
<td>31.2</td>
<td>33.6</td>
</tr>
<tr>
<td>Federal Males</td>
<td>58.6</td>
<td>0.0</td>
<td>58.6</td>
</tr>
<tr>
<td>Federal Females</td>
<td>0.6</td>
<td>0.0</td>
<td>0.6</td>
</tr>
<tr>
<td><strong>Total Federal</strong></td>
<td>60.3</td>
<td>0.0</td>
<td>60.3</td>
</tr>
<tr>
<td>Contract Males</td>
<td>27.7</td>
<td>12.0</td>
<td>40.7</td>
</tr>
<tr>
<td>Contract Females</td>
<td>7.4</td>
<td>2.2</td>
<td>9.6</td>
</tr>
<tr>
<td><strong>Total Contract</strong></td>
<td>35.1</td>
<td>15.1</td>
<td>50.1</td>
</tr>
<tr>
<td>Minnehaha Males</td>
<td>212.4</td>
<td>81.6</td>
<td>294.0</td>
</tr>
<tr>
<td>Minnehaha Females</td>
<td>59.2</td>
<td>17.0</td>
<td>76.2</td>
</tr>
<tr>
<td><strong>Total Minnehaha</strong></td>
<td>271.6</td>
<td>98.6</td>
<td>370.2</td>
</tr>
<tr>
<td><strong>TOTAL AVERAGE DAILY INMATES</strong></td>
<td>369.4</td>
<td>145.8</td>
<td>515.2</td>
</tr>
</tbody>
</table>
### Minnehaha County, SD
#### Average Daily Population 01/01/2011 – 12/31/2011

<table>
<thead>
<tr>
<th>Prisoner Type</th>
<th>Jail</th>
<th>CCC</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>DOC Males</td>
<td>4.8</td>
<td>0.0</td>
<td>4.8</td>
</tr>
<tr>
<td>DOC Females</td>
<td>0.3</td>
<td>40.0</td>
<td>40.3</td>
</tr>
<tr>
<td><strong>Total DOC</strong></td>
<td>5.1</td>
<td>40.0</td>
<td>45.1</td>
</tr>
<tr>
<td>Federal Males</td>
<td>43.5</td>
<td>0.1</td>
<td>43.6</td>
</tr>
<tr>
<td>Federal Females</td>
<td>7.0</td>
<td>0.0</td>
<td>7.0</td>
</tr>
<tr>
<td><strong>Total Federal</strong></td>
<td>50.5</td>
<td>0.1</td>
<td>50.6</td>
</tr>
<tr>
<td>Contract Males</td>
<td>27.8</td>
<td>9.5</td>
<td>37.3</td>
</tr>
<tr>
<td>Contract Females</td>
<td>7.1</td>
<td>2.3</td>
<td>9.4</td>
</tr>
<tr>
<td><strong>Total Contract</strong></td>
<td>34.7</td>
<td>11.8</td>
<td>46.5</td>
</tr>
<tr>
<td>Minnehaha Males</td>
<td>218.7</td>
<td>76.5</td>
<td>295.2</td>
</tr>
<tr>
<td>Minnehaha Females</td>
<td>57.3</td>
<td>16.4</td>
<td>73.7</td>
</tr>
<tr>
<td><strong>Total Minnehaha</strong></td>
<td>276.0</td>
<td>92.9</td>
<td>369.9</td>
</tr>
<tr>
<td><strong>TOTAL AVERAGE DAILY INMATES</strong></td>
<td>394.3</td>
<td>148.4</td>
<td>542.7</td>
</tr>
</tbody>
</table>

### Minnehaha County, SD
#### Average Daily Population 01/01/2012 – 12/16/2012

<table>
<thead>
<tr>
<th>Prisoner Type</th>
<th>Jail</th>
<th>CCC</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>DOC Males</td>
<td>2.2</td>
<td>0.0</td>
<td>2.2</td>
</tr>
<tr>
<td>DOC Females</td>
<td>1.1</td>
<td>42.9</td>
<td>44.0</td>
</tr>
<tr>
<td><strong>Total DOC</strong></td>
<td>3.3</td>
<td>42.9</td>
<td>46.2</td>
</tr>
<tr>
<td>Federal Males</td>
<td>32.6</td>
<td>0.1</td>
<td>32.7</td>
</tr>
<tr>
<td>Federal Females</td>
<td>7.2</td>
<td>0.0</td>
<td>7.2</td>
</tr>
<tr>
<td><strong>Total Federal</strong></td>
<td>39.8</td>
<td>0.1</td>
<td>39.9</td>
</tr>
<tr>
<td>Contract Males</td>
<td>28.4</td>
<td>10.9</td>
<td>39.3</td>
</tr>
<tr>
<td>Contract Females</td>
<td>6.0</td>
<td>3.6</td>
<td>9.6</td>
</tr>
<tr>
<td><strong>Total Contract</strong></td>
<td>34.3</td>
<td>14.4</td>
<td>48.7</td>
</tr>
<tr>
<td>Minnehaha Males</td>
<td>251.4</td>
<td>98.3</td>
<td>349.7</td>
</tr>
<tr>
<td>Minnehaha Females</td>
<td>80.7</td>
<td>22.1</td>
<td>102.8</td>
</tr>
<tr>
<td><strong>Total Minnehaha</strong></td>
<td>332.1</td>
<td>120.4</td>
<td>452.5</td>
</tr>
<tr>
<td><strong>TOTAL AVERAGE DAILY INMATES</strong></td>
<td>390.5</td>
<td>177.8</td>
<td>568.3</td>
</tr>
</tbody>
</table>
Summary:

The average daily population in the jail and CCC did remain fairly consistent during 2009, 2010 and 2011; however, in 2012 (with data only through 12/16/2012), the ADP in both the jail and CCC are showing a significant increase. However, on the day we were onsite (see chart below) the population had decreased from the 2012 ADP numbers to date. The County needs to examine this data carefully to determine if there is a consistent trend with increasing ADP or if there is a specific cause. Annual data on admissions and average length of stay were not available during our on-site visit. A needs assessment study is needed. This will be discussed in another section of this report.
## PART IV

**POPULATION PROFILE OF THE JAIL AND COMMUNITY CORRECTIONS CENTER DURING ONSITE JJSA VISIT**

### 12/19/2012

#### MAIN JAIL

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal</td>
<td>39</td>
</tr>
<tr>
<td>County Un-sentenced</td>
<td>242</td>
</tr>
<tr>
<td>County R&amp;B</td>
<td>47</td>
</tr>
<tr>
<td>County Fees Waived</td>
<td>18</td>
</tr>
<tr>
<td>Contract Sentenced &amp; Un-sentenced</td>
<td>21</td>
</tr>
<tr>
<td>DOC</td>
<td>7</td>
</tr>
<tr>
<td>Other County Un-Sentenced</td>
<td>3</td>
</tr>
<tr>
<td>County Rest &amp; Fees</td>
<td>0</td>
</tr>
<tr>
<td>Other County Sentenced</td>
<td>0</td>
</tr>
<tr>
<td>Detox IVC</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>380</strong></td>
</tr>
</tbody>
</table>

#### COMMUNITY CORRECTIONS CENTER

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal</td>
<td>0</td>
</tr>
<tr>
<td>County Un-sentenced</td>
<td>18</td>
</tr>
<tr>
<td>County R&amp;B</td>
<td>11</td>
</tr>
<tr>
<td>County Fees Waived</td>
<td>18</td>
</tr>
<tr>
<td>Contract Sentenced &amp; Un-sentenced</td>
<td>3</td>
</tr>
<tr>
<td>DOC</td>
<td>42</td>
</tr>
<tr>
<td>Other County Un-Sentenced</td>
<td>0</td>
</tr>
<tr>
<td>County Rest &amp; Fees</td>
<td>1</td>
</tr>
<tr>
<td>Other County Sentenced</td>
<td>0</td>
</tr>
<tr>
<td>Other County WR</td>
<td>11</td>
</tr>
<tr>
<td>County WR</td>
<td>51</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>155</strong></td>
</tr>
</tbody>
</table>
PART V
SUMMARY OF ON-SITE MEETINGS AND ACTIVITIES

The following is a summary of comments during our Stakeholder interviews. The comments below are not quotes, but rather our interpretations of what we heard. We apologize in advance if we misunderstood some of the comments or changed their meaning in anyway.

Tuesday, December 18, 2012

9:15 am    Michael Milstead, Sheriff
            Darin Young, Warden

- A primary economic driver of Sioux Falls/Minnehaha County is the medical profession (2 hospitals).

- Minnehaha County population is growing – it is in the top 50 nationwide for growth. Lincoln County (part of metropolitan area) is in the top 10 for growth.

- Native Americans: Pine Ridge Reservation is near Rapids City.

- After serving time at state correctional facility in Sioux Falls, many former inmates stay local to Sioux Falls after their release (more resources, jobs, etc.).

- Minnehaha Jail essentially serves as a “regional” jail. Lincoln County, the county adjacent to the south, does not have a jail so all inmates are housed at Minnehaha jail. In addition, several nearby counties use Minnehaha as overflow or to house special needs inmates.

- When beds are available the state and the US Marshal (USMS) contract with the county to hold inmates. The USMS currently pays $78 per day to house inmates at the jail. The cost per day is scheduled to increase to $80/day in the near future.

- Local population in the jail is increasing. The only relief valve to free up beds in the jail when it is crowded is to move minimum and medium security inmates appropriate for a dormitory setting to the CCC or reduce the number of contract inmates.
• Community Corrections Center (CCC)
  o A former Elks Lodge houses the CCC and is located on Russell Street across from the new Event Center site.
  o Use of facility as a CCC is under a conditional use permit with Sioux Falls (City) developed in 1992. The Conditional Use Permit includes an agreement between the City and the County that stipulates that no persons convicted of violent or sex crimes can be housed at the facility (permit letter is included in the appendix).
  o The criterion in the agreement prevents inmates that can be classified as eligible for Work Release from participating in the program.

• Most state inmates (DOC) are lowest risk/classification and are in the Work Release program at the CCC.

• To manage the long-term use of secure beds at the jail, a new CCC could include dormitories for minimum and medium populations.

• There is legislation in the works that will transfer responsibility of certain sentenced inmates from the state to the county. This will further impact the average daily population in the jail and CCC.

• The city would be interested in the county selling the current CCC property for development more conducive with the current re-development in the neighborhood. The city’s new Events Center is under construction across the street. It is predicted the new Event Center will generate development in the immediate area, especially in the way of hotels. The county is considering whether this might be a viable option. This would be a good opportunity to improve and expand the CCC and to be able to offset some of the costs by selling the Russell Street property.

• Rather than expanding secure beds, the sheriff is interested in expanding alternative and treatment programs. Ideas include:
  o Re-entry program for Department of Corrections (DOC) women
  o “Rebound” program for revolving door inmates to get inmates access to needed resources.
  o Day Reporting
  o Electronic Monitoring
  o Pre-Trial electronic monitoring (sheriff would be willing to manage the program)
  o Expanded Work Release
  o Daytime work crews
o Community Service

• Existing alternative programs include:
  o Work Release
    o 24/7: Used for inmates with substance abuse (alcohol) issues. Inmates report twice a day for a check of blood alcohol levels. Program is used as a sentence, for probation, and as a condition for bond.
    o SCRAM: a component of the 24/7 program in which an inmate wears an ankle bracelet and reports to the 24/7 on a scheduled basis to download information from the bracelet. Bracelet reads blood alcohol levels
  o Inmates pay to participate in the two the current alternative programs.
  o Approximately 1 out of 100 fail the program, overall the program has been a success and has served as a model for other jurisdictions

• When a judge approves an inmate for community service the Sheriff would like flexibility in determining whether an inmate is assigned to work release, day reporting, in-house worker crew, etc. This would help him manage the jail population.

• Existing jail, which was built in 2003 and has 400 beds. Although county/sheriff did not pursue ACA accreditation, the jail was designed to the ACA standards in effect at that time. The sheriff previously utilized NIC resources as they went through the planning and design process last time.

• Mental Health inmates with acute conditions are sent to the state facility. Involuntary commitments are taken to the Carroll Institute (as of January, 2013).

• The existing jail has a dedicated housing unit with medical observation cells, but not an infirmary with the medical clinic area. A couple of cells are negative air pressure.

• The CCC does not have a medical exam room for county inmates. DOC maintains one for their inmates.

• Funding sources: City collects sales tax – none of which is designated for the county. The county relies solely on property taxes.

• Lieutenant Rod Axsom and Warden Darin Young gave the Technical Resource Providers (TRPs) a tour of the existing jail.
• The Detox units are located on the 2nd floor of the former jail and is run by CCS (private provider) and is under the jurisdiction of the South Dakota Department of Health.

• The County is considering gutting the former jail so it is available for another use/tenant.

12:40 pm    Gerald Beninga, County Commissioner

• Commissioners serve as liaisons for committees and agencies. Commissioner Dick Kelly is the Public Safety Chair. Commissioner Beninga’s committees/agencies are Human Resources, Planning and Zoning, and State Attorney’s Office.

• 55% of the county budget supports public safety with 40% for the jail and the CCC. Public Safety is important to the community.

• Per Commissioner Beninga the biggest challenge will be funding for the project.

• County cannot afford a brick and mortar solution. Commissioner Beninga is interested in expanding alternatives.

1:00 pm    Cindy Heiberger, County Commissioner

• Commissioner Heiberger works with the juvenile detention center.

• Wants to explore options for offering alternatives

• If the commissioners decide to sell the CCC property, she wants the county to get fair market value.

• A new CCC should be located close to resources and courts

• Commissioner Heiberger sees educating the public to gain support for funding the project as the biggest challenge

• The commissioner questioned whether the time between conviction and sentencing could be shortened, what it would take and what would be the impact on jail bed days.
1:30 pm Honorable Lawrence Long, Presiding Judge, Circuit Court

- The Judge would like to utilize the 24/7 program more (e.g. in a pretrial program as a condition for release)

- He believes that the public is comfortable with pre-trial release and alternative sentencing if there are conditions that hold the participant accountable.

- Would like to see eligibility criteria for programs broadened. In addition, he felt that the agreement between the City and the County regarding the use of the CCC prevents judges from assigning all eligible candidates.

- There are two categories of people: those who have jobs and those who don’t have anything to do. For the later, a day reporting program would be ideal – a place where they report to daily at 8 am each day and where they have access to resources such as resume writing, job skill training, day job assignments, etc. It could be a way to break the cycle of idleness.

- Child Support Cases: a statute allows the judge to assign inmates to community service rather than jail, but, there is not a community service program in place.

- Some jurist may be resistant to change; the goal is to get Presiding Judges statewide to agree on standard bond conditions.

- In the judge’s experience, prosecutors are receptive, in principal, to sentencing alternatives at the state level such as intensive probation plus 30-day treatment programs.

- Courts have a 180-day rule: the time period from the date of 1st court appearance to date of trial must be 180-days or less. Typically, the time period between conviction and sentencing is 6 weeks.

- The county offers a good out-patient treatment program.

- Two judges run the current Drug Court. A Mental Health Court is not part of the system.

- The judge anticipates that financing will be the biggest challenge to a new CCCC.
2:00 pm Aaron McGowan, State’s Attorney
Cordy Swanson, Chief Civil Deputy Attorney

- The Governor’s Criminal Justice initiative will impact counties by deferring some sentenced inmates down to the counties. The exact impact on each county is not yet clear.

- Currently, sentenced served in a local jail is limited to 1 year duration – the typical sentence served at a county jail is 180 days. However, we did not have statistics available to validate that data for Minnehaha County.

- Mr. Swanson is aware that the Sheriff and Warden are looking into additional alternative options.

- For the right types of cases, Mr. Swanson is open to other alternative programs.

- He is open to a community service program but wonders if it might be hindered by competing with the nearby prison for community services jobs.

- Mr. Swanson would like to see evidence that programs are successful in reducing recidivism.

- Occasionally prosecutors get frustrated because they would like to use jail time in lieu of alternatives to make a statement and at times the jail is crowded.

- Legally a judge can recommend or state that a defendant is eligible for an alternative program but cannot dictate which alternative the Sheriff’s assigns the inmate.

- Court cases must be disposed of within six months.

- Unless someone is a flight risk or is a threat to the community, judges are fairly open to pre-trial releases.

- The public perception is that alternatives are a good use of resources and tax dollars so the public would probably be open to broader uses of alternatives.
2:30 pm  

Traci Smith, Public Defender  
Mark Kadi, Public Advocate

- Would like to see some sentence reduction for the successful participation in early release programs

- Detaining those that cannot pay fees does not make sense as it creates a cycle of non-payment and jail time for non-payment. They would like to see the use of community services so pre-trial inmates can work off/reduce fee obligation. Same for those that cannot pay child support.

- Alternative options they would like to see:
  - Community service
  - Home monitoring
  - Treatment / re-entry programs
  - They are ok with the 24/7 program but feel it is over used compared to how the program was conceived. They assume the overuse stems from the lack of other alternative options.

- They are interested in what can be done to help inmates succeed vs. punishment.

2:45 pm - 6:00 pm  

Tour of Jail, Detox Units and Community Corrections Center

Host: Warden Darin Young

The TRPs conducted a tour and brief assessment of the Minnehaha County Jail and detox unit. The assessment included a tour of the facility, a review of operations, and brief discussions with staff. The purpose of the assessment was to:

- Assess the overall adequacy and functionality of current facilities for detention operations;

- Identify potential safety, security and liability risks; and

- Identify physical plant deficiencies that affect the administration of the detention function and limit the current and long term usefulness of the existing facilities.

A summary of the assessment findings is presented in another section of the report. Since the jail was less than 10 years old and in excellent condition and utilizing the operational philosophy of direct supervision, a larger portion of our time was spent at the CCC.
Wednesday, December 19, 2012

9:00 am - 11:30 am - Stakeholder’s Meeting

2:00 pm – 4:00 pm - Town Hall Meeting

The agendas were very similar. Some of the key participants attended both meetings, however, the public and media were invited to the Town Hall meeting and members of stakeholder agencies that were not interviewed the prior day attended one of the two meetings. The two agenda are combined and summarize below. The agendas are included in the appendix.

I. Introductions

The meetings were opened with a welcome and introductions of the TRPs and the participants. A list of participants attending the meeting is provided in the Appendix.

II. Overview of the National Institute of Corrections

The TRPs provided a brief overview of the National Institute of Corrections.

The National Institute of Corrections is an agency housed within the U.S. Department of Justice that was established to provide leadership, training, and technical assistance to the field of corrections. NIC provides technical assistance to individual jurisdictions. The technical assistance is usually an on-site evaluation of a specific problem the agency is trying to solve. It is followed up with a written report that contains recommendations for addressing the issue.

The NIC Information Center, based in Aurora, CO, is a clearinghouse for a variety of corrections-related information. The Information Center contains video tapes, publications, sample manuals, training plans, etc. on a variety of jail topics. Some of the materials are provided at no charge, others may be borrowed, and still others may be viewed at the Information Center.

NIC has a website that is an excellent resource for everyone in corrections. Visitors can download a variety of documents from the publications section. The website also includes NIC’s annual service plan, training schedules, and links to other useful websites. NIC also supports several online communities for correctional professionals.

III. Jail and Justice System Assessment Purpose and Process

The TRPs briefly described the JJSA purpose and process.

The purpose of the JJSA is to assist communities in beginning the process of determining the need for improvements to the existing jail and CCC and their operations (including the potential need for new construction and/or renovation) and/or the need for improvements to enhance the effectiveness of the overall justice system.
The process typically includes three main steps:

- Meeting with key justice system officials to review justice system policies and practices to better understand how the system works (and why) and to hear about the issues and concerns with the jail from the justice system’s perspective.

- Jail/CCC tours to assess the current facilities and operations in order to develop observations and impressions of jail and CCC to share with local officials. The tours also provide an opportunity for the TRPs to review data on jail/CCC use and trends.

- The JJSA typically culminates with a town hall meeting which brings together justice system officials with funding authority representatives and community members. The proposes of the community meeting are to:
  - Educate the participants about the role of justice system policies and practices on the use of the jail/CCC and the size of the jail/CCC population.
  - Provide participants with the consultant’s preliminary findings based on the jail/CCC assessment and meetings with justice officials.
  - Provide participants with some preliminary options to address detention and other criminal justice system needs.
  - Provide a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

IV. Issues Prompting the Request for the JJSA

The Minnehaha County Sheriff requested technical assistance from NIC. Issues that prompted the request focused on the following:

- CCC physical plant (age and condition)
- Safety (of staff and inmates)
- Crowding at the jail and CCC
- Risk Management
- Opportunities to consider CCC relocation
- Evaluation of CJS alternative programs

V. Discussion of the Current Situation

The TRPs provided their preliminary observations and impressions of the current jail, CCC and overall criminal justice system with the participants. Prior to sharing their observations regarding the CCC specifically, the TRPs noted the following:
• The jail was less than 10 years old and in good shape. Our focus was on the CCC, which was the main reason the Sheriff requested the JJSA.

• A lot of the discussion with stakeholders revolved around criminal justice system alternatives and expansion of community corrections and not about new jail beds.

**Observations and Impressions**

- Jail and CCC are near, and sometimes over capacity
- CCC – housing units are too large, 124 & 83
- One unit at CCC can only be entered through boiler room
- No direct supervision at CCC
- Camera surveillance is minimal and the equipment is outdated and in some cases inoperable
- More staff were needed at the CCC to provide supervision, especially because of the inefficient design and number of inmates in each unit in the current facility
- The new Jail has efficient design and incorporates direct supervision
- The old jail (now mostly vacant) has potential to be remodeled into usable space for program spaces, medium security beds, additional detox units or other therapeutic communities
- A full needs assessment study is required to understand the best and most cost effective use of the old jail space
- There is a real willingness among stakeholders to examine entire Criminal Justice System
- Many alternative programs are in place, but there are other options should be explored (community service, etc.)
  - Existing alternative programs include:
    - Work Release
    - 24/7: Used for inmates with substance abuse (alcohol) issues. Inmates report twice a day for a check of blood alcohol levels. Program is used as a sentence, for probation, and as a condition for bond.
    - SCRAM: a component of the 24/7 program in which an inmate wears an ankle bracelet and reports to the 24/7 on a scheduled basis to download information from the bracelet. Bracelet reads blood alcohol levels
  - Possible alternative programs to explore include:
    - Re-entry program for Department of Corrections (DOC) women
    - “Rebound” program for revolving door inmates to get inmates access to needed resources.
    - Day Reporting
    - Electronic Monitoring
There are many deficiencies with the current CCC, including, but not limited to:

- There is only one dining room to be used by both male and female inmates, at separate times. Therefore meal times are scheduled.
- Each of the housing units can only be observed, if staff enter the unit and circulate.
- There is some camera surveillance in the housing units, but it is minimal and the equipment is out of date and sometimes inoperable.
- There are no program areas available to County inmates. The dining room is used for contact visitation when meals are not being served. This situation can lead to contraband problems in the facility.
- There are limited medical services for County inmates at CCC. They must be brought to the main jail.
- The 124 bed unit and the 84 bed unit are too large to be observed from any one location and cannot be properly supervised because of the number of inmates in the units.
- More staff are need to be assigned to CCC to provide better and more constant supervision of the housing units. One staff person should be assigned to each unit, fulltime, on all shifts.
- The 24 bed housing unit can only be entered though the boiler room. Though no code review was done by the TRPs, this appears to violate some housing code. This should be further explored.
- DOC inmates are held in the CCC as well as sentenced and pretrial County inmates. This facility is definitely not appropriate housing, in our opinion, for pretrial inmates.
- Because of the number of inmates of the units, the fact that they are on two floors and visibility in the units is poor, we believe that there are potential safety and liability issues that the County must address if this facility remains operational.
Photographs of existing Community Corrections Center

Male Dormitory in CCC
(partial view)

Female Dorm in CCC
(partial view)

Video Surveillance Monitor
at Staff Station
VI. Overview of the Facility Development Process

The TRPs provided an overview of the 9 phases of facility development to introduce the idea of a structured approach to planning. While no decisions have been made to build a new community corrections facility, the facility planning process starts with the planning needed to determine if building is even the best option to consider.

Phase 1: Project recognition includes a problem definition, an assessment of the current facilities, programs, liabilities, and resources. This is the point where the justice agencies need to work together to identify the key issues they are facing, develop work groups, and consider how to proceed.

Phase 2: Needs Assessment includes information gathering, identifying options (facility, alternatives, and policy changes), and continuing the evaluation of facilities, operations, and programs. This phase is discussed in greater detail later.

Phase 3: Program Development includes activities that take place when there is a decision to build. These activities include functional and space programming, planning for future operations, and operational efficiencies that may be realized.

Phase 4: Project Definition and Implementation Plan includes an analysis of all options to meet the program, economic feasibility, life cycle evaluation of the options, conceptual design drawings. In addition, the jurisdiction should be developing support for the preferred and alternative options, and working to move to the next stage in planning.

Phase 5: Design Tasks includes schematic design where the building layout and appearance begin to take shape, design development where the drawings are refined and systems and materials are selected, and construction documents that are final and used for bidding the project.

Phase 6: Bidding includes advertising the bid, bidder qualifications, selection of the successful bidder, and contract negotiations.

Phase 7: Construction includes permitting, construction monitoring and supervision, contract administration, and materials testing. Construction completion also includes punch listing the building, commissioning, testing the systems, Warranties, as-built drawings, etc.

Phase 8: Occupancy includes all of the activities needed to accept the building and get it ready for occupancy. This includes activities such as installation of owner supplied furnishings and equipment, grand opening activities, begin the maintenance cycle, occupancy permits, and moving in.

Phase 9: Post-Occupancy includes fine-tuning the facility, policies and procedures. After 6 months, conducting a post-occupancy evaluation of how the facility works—both operationally and the physical plant.
The TRPs noted that Minnehaha County is just in the problem recognition and definition stage of the first phase of the facility development process. Highlighted in this discussion were the go-no go decision points where a jurisdiction makes the decision whether to proceed with the project as it is being planned.

VII. Needs Assessment Process

Early phases of the facility development process include conducting a needs assessment which will include gathering the data and policy choices necessary for a jurisdiction to answer the question, What do we need and why?” It explores:

- Bed Space Needs
- Classification Plan
- Housing Plan
- Alternatives
- Space Requirements
- Functional Requirements
- Staffing
- System Policy and Practice

Components of a good, thorough needs assessment include:

1. Interviews of all CJS agencies.
   - Find out what the current policies/practices are for each component.
   - What issues (e.g., booking fees) must be considered. Determine if they are mandated or elective.

2. Data collection to quantify processing of defendants, collect and analyze the data, and issue a report. Data collected must include:
   - Volume/type of contacts/arrests.
   - Decisions - street and jail.
   - Types of releases and lengths of stay.

3. Description of current policies, considered issues, and the workloads being experienced.

4. Data collection to take a snapshot of who is in jail/CCC, collect and analyze the data, and issue a report. Data collected must include:
   - Gender.
   - Race.
   - Residence.
   - Charge Status.
   - Charge Type.

5. Evaluation of alternatives to incarceration.
• Inventory available alternatives.
• Determination of level of alternatives usage and coordination.
• Recommendations for additional alternatives or uses of existing programs.

• Examination of jail data.
  o Admissions.
  o Length of stay.
  o Average daily populations.
• Correlations of the CJS data collected above and develop different forecast scenarios.

7. An evaluation of the facilities used to hold individuals sent for diversion, alternatives, community corrections and jail. The evaluation should include an assessment of the facility conditions, compliance with building codes and operational standards. It should also include an analysis of the location and whether or not the location continues to be effective.

Jails and CCCs have a tendency to become crowded, so it is important to effectively manage both populations. A series of recommendations should result from a complete needs assessment and should include alternatives to incarceration, changes to the justice system and/or case processing, and, if the data supports it, construction of new facilities (jail or alternatives).

VIII. Master Planning

Once the needs and feasibility are assessed, the project is defined through the development of a master plan. The master plan answers the following questions:

• Who will the facility serve?
• How big will the facility be?
• How does the facility operate?
• Where is the facility located?
• What does the facility look like?
• How much will it cost?

IX. Assessing Your Readiness to Plan

Systems planning processes require a certain degree of readiness in order to succeed. Local officials must be prepared to make sure that the planning process will provide the maximum benefit. Planning takes time, coordination, expertise, objectivity and preparation. By making sure that justice system officials and community leaders are ready to invest these resources in the process, you will better ensure a positive outcome of your planning effort. Additionally, if
you find out that justice system officials are not ready to plan, you can try to fix the situation before proceeding with the planning process. The TRPs shared the following list of challenges to effective systems planning that many jurisdictions encounter when they embark on a jail or community corrections planning initiative:

- Lack of understanding of the purpose and benefits of planning
- Lack of leadership “buy-in” to the process
- Lack of participation -- “It’s not my job.”
- Lack of commitment – “It’s OK if someone else is willing to do it.”
- Denial – “If it ain’t broke, don’t fix it.”
- Competing demands for time
- Failure to commit adequate resources to the process
- Getting the right players to the table
- Getting the right expertise

Attendees at the stakeholder’s meeting were shown a check list to use as a self-assessment of community readiness to plan. Through this self-assessment officials can identify issues that may impede the process, opportunities for strengthening the process, and potential allies who will help move the planning process forward. The checklist is presented below:

- Is there a sense of urgency or compelling reason to act?
- Is there a commitment of active and involved leadership throughout the duration of the planning process?
- Is there a commitment of resources necessary to complete the needs assessment and master planning process?
- Are key decision-makers willing to commit the time to actively participate?
- Are key decision-makers willing to share data and information about their policies and practices?
- Is there a willingness to question the status quo and to look at new approaches to justice system practices?
- Is there a willingness among the key decision-makers to view the system from all perspectives, not just their own?
- Are key decision-makers willing to interact with colleagues and the community in ways that are mutually beneficial to the justice system and not adversarial or just in their own best interests?
- Is there a commitment to act on the findings and recommendations to the extent possible?

Some tips to overcome these challenges include:

- Find someone who will drive the overall project. These are people who are well respected and committed to seeing this project to its conclusion. They have the enthusiasm to motivate participants and are committed to being inclusive.
• Find out what the needs are of those who are slow to come on board and use those needs as a “jump-start” for their involvement. The process should be of benefit to individual agencies as well as the system as a whole.

• Develop a work plan to structure the process and help planning team members understand their role, responsibilities, and time commitments.
PART VI  
NEXT STEPS AND RECOMMENDATIONS

The TRPs worked with the Sheriff and the Warden to identify next steps to continue the effort to study and address the jail situation. Following is a summary of the steps that were identified and presented at both meetings:

1. Appoint a Criminal Justice Planning Committee
   - Identify a champion (chair)
   - Identify committee members
   - Identify executive members/project team members

2. Define the Criminal Justice Planning Committee Purpose and Scope
   - Define mission and charge
   - Develop stated commitment to community

3. Explore options of other alternative programs and analyze their potential impact on both jail and community corrections beds

4. Conduct a thorough needs assessment study of the criminal justice system

5. Evaluate the current staffing level at the CCC based on the physical plant design and the number and types of inmates held in the facility

6. Evaluate all potential uses of the old jail building

7. Attend PONI and take advantage of any follow up assistance available through NIC

8. Tour other counties with alternatives to jail programs

9. Seek outside assistance (if needed)

10. Pay close attention to the Governor’s Criminal Justice Initiative and evaluate the potential impacts in the jail and CCC.

The ten action steps outlined above are excellent first steps. They should place the county in a good position to determine their jail and community correction center needs and make needed improvements to the overall justice system.

Acknowledgements:

The TRPs wish to commend Sheriff Milstead and Warden Young and local county officials for their hard work in preparing for the JJS and supporting our activities while on-site. Their efforts were instrumental to a successful visit.
APPENDIX A
ON-SITE SCHEDULE OF ACTIVITIES
APPENDIX A

Minnehaha County, South Dakota
Jail and Justice System Assessment
Agenda

Tuesday, December 18, 2012
9:00 am - 9:15 am   NIC Consultants introduced at County Commission Meeting
9:15 am - 12:00 pm  Jail and Work Release Facility Tour and Assessment
12:00 pm – 1:30 pm  Lunch
1:30 pm – 3:00 pm   Individual meetings with county stakeholders and Court staff: Sheriff, Jail Warden, County Commissioners, County Administration, Presiding Judge, Court Administration, State Attorneys, Public Defender, and Public Advocate.
3:00 pm – 5:00 pm   Consultants review findings and prepare data and materials for Town Hall Meeting

Wednesday, December 19, 2012
8:30 am - 9:00 am    Preview jail and work release assessment findings and strategies with the Sheriff and Warden prior to the Stakeholder meeting
9:00 am - 11:30 am  Stakeholder meeting
   ▪ Welcome and Meeting Overview
   ▪ Introductions
   ▪ Overview of National Institute of Corrections
   ▪ Jail and Justice System Assessment Purpose & Process
   ▪ Issues Prompting Request for JJSA
   ▪ Preview Jail and Work Release assessment findings and strategies for presenting the information at the Town Hall Meeting
   ▪ Overview of the Facility Development Process
   ▪ Assessing Your Readiness to Plan
   ▪ Next Steps
   ▪ Brief on the Town Hall Meeting agenda
11:30 am - 1:00 pm  Lunch
1:30 pm - 2:00 pm   Preview jail and work release assessment findings and strategies with the Sheriff and Warden prior to the Town Hall Meeting
2:00 pm - 4:00 pm Town Hall Meeting
- Welcome and Meeting Overview
- Introductions
- Overview of National Institute of Corrections
- Jail and Justice System Assessment Purpose & Process
- Issues Prompting Request for JJSA
- Discussion of Current Situation
- Jail tour observations and impressions
- Impact of current system policies and practices on jail and work release population
- Discussion of what exists and is missing in the way of alternatives to jail
- Overview of the Facility Development Process
- Community Involvement
- Examples of New Alternative Sentencing Facilities
- Next Steps

4:00 pm - 4:15 pm Break

4:15 pm - 5:00 pm Closeout with Sheriff and Warden
APPENDIX B
STAKEHOLDER MEETING PARTICIPANTS
## JAIL AND JUSTICE SYSTEM ASSESSMENT

<table>
<thead>
<tr>
<th>NAME</th>
<th>AGENCY</th>
<th>EMAIL ADDRESS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dick Kelly</td>
<td>Minnehaha County Commissioner</td>
<td><a href="mailto:dkelly@minnehahacounty.org">dkelly@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Carol Muller</td>
<td>Minnehaha County Human Services</td>
<td><a href="mailto:cmuller@minnehahacounty.org">cmuller@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Kari Benz</td>
<td>Minnehaha County Human Services</td>
<td><a href="mailto:kbenz@minnehahacounty.org">kbenz@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Mike Milstead</td>
<td>Minnehaha County Sheriff</td>
<td><a href="mailto:mmilstead@minnehahacounty.org">mmilstead@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Doug Barthel</td>
<td>Sioux Falls Police Chief</td>
<td><a href="mailto:dbarthel@siouxfalls.org">dbarthel@siouxfalls.org</a></td>
</tr>
<tr>
<td>Troy Ponto</td>
<td>Department of Corrections</td>
<td><a href="mailto:troy.ponto@state.sd.us">troy.ponto@state.sd.us</a></td>
</tr>
<tr>
<td>Daryl Slykhuis</td>
<td>Department of Corrections</td>
<td><a href="mailto:daryl.slykhuis@state.sd.us">daryl.slykhuis@state.sd.us</a></td>
</tr>
<tr>
<td>Darin Young</td>
<td>Minnehaha County Sheriff Office</td>
<td><a href="mailto:dyoung@minnehahacounty.org">dyoung@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Chad Clark</td>
<td>Unified Judicial System</td>
<td><a href="mailto:chad.clark@ujs.state.sd.us">chad.clark@ujs.state.sd.us</a></td>
</tr>
<tr>
<td>Denny Kaemingk</td>
<td>Department of Corrections</td>
<td><a href="mailto:denny.kaemingk@state.sd.us">denny.kaemingk@state.sd.us</a></td>
</tr>
<tr>
<td>JC Smith</td>
<td>Department of Corrections/Parole</td>
<td><a href="mailto:jc.smith@state.sd.us">jc.smith@state.sd.us</a></td>
</tr>
<tr>
<td>Ken McFarland</td>
<td>Minnehaha County Commission Administrative Officer</td>
<td><a href="mailto:kmcfarland@minnehahacounty.org">kmcfarland@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Traci Smith</td>
<td>Public Defender Office</td>
<td><a href="mailto:tsmith@minnehahacounty.org">tsmith@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Larry Long</td>
<td>Unified Judicial System</td>
<td><a href="mailto:larry.long@ujs.state.sd.us">larry.long@ujs.state.sd.us</a></td>
</tr>
<tr>
<td>Aaron McGowan</td>
<td>State’s Attorney Office</td>
<td><a href="mailto:amcgowan@minnehahacounty.org">amcgowan@minnehahacounty.org</a></td>
</tr>
</tbody>
</table>
APPENDIX C
TOWN HALL MEETING ATTENDEES
<table>
<thead>
<tr>
<th>NAME</th>
<th>AGENCY</th>
<th>EMAIL ADDRESS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jeff Barth</td>
<td>Minnehaha County Commissioner</td>
<td><a href="mailto:jbarth@minnehahacounty.org">jbarth@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Cindy Heiberger</td>
<td>Minnehaha County Commissioner</td>
<td><a href="mailto:cheiberger@minnehahacounty.org">cheiberger@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Tom Genz</td>
<td>U.S. Marshal Service</td>
<td><a href="mailto:tom.genz@usdoj.gov">tom.genz@usdoj.gov</a></td>
</tr>
<tr>
<td>Scott Rolstad</td>
<td>U.S Marshal Service</td>
<td><a href="mailto:scott.rostad@usdoj.gov">scott.rostad@usdoj.gov</a></td>
</tr>
<tr>
<td>Mike Milstead</td>
<td>Minnehaha County Sheriff</td>
<td><a href="mailto:mmilstead@minnehahacounty.org">mmilstead@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Dick Kelly</td>
<td>Minnehaha County Commissioner</td>
<td><a href="mailto:dkelly@minnehahacounty.org">dkelly@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Dave Johnson</td>
<td>The Glory House</td>
<td><a href="mailto:djohnson@glory-house.org">djohnson@glory-house.org</a></td>
</tr>
<tr>
<td>Robin Erz</td>
<td>The Glory House</td>
<td><a href="mailto:rerz@glory-house.org">rerz@glory-house.org</a></td>
</tr>
<tr>
<td>Scott Peters</td>
<td>Minnehaha County Board of Mental Illness</td>
<td><a href="mailto:snpeters@yahoo.com">snpeters@yahoo.com</a></td>
</tr>
<tr>
<td>Darin Young</td>
<td>Minnehaha County Sheriff Office</td>
<td><a href="mailto:dyoung@minnehahacounty.org">dyoung@minnehahacounty.org</a></td>
</tr>
<tr>
<td>Pete Harriman</td>
<td>Argus Leader</td>
<td><a href="mailto:pharrima@argusleader.com">pharrima@argusleader.com</a></td>
</tr>
<tr>
<td>Elisha Page</td>
<td>Argus Leader</td>
<td><a href="mailto:epage@argusleader.com">epage@argusleader.com</a></td>
</tr>
<tr>
<td>Don Jorgensen</td>
<td>KELO-TV</td>
<td><a href="mailto:djorgensen@keloland.com">djorgensen@keloland.com</a></td>
</tr>
<tr>
<td>Ron Sanders</td>
<td>KELO-TV</td>
<td><a href="mailto:rsanders@keloland.com">rsanders@keloland.com</a></td>
</tr>
</tbody>
</table>
APPENDIX D
MINNEHAHA COUNTY COMMUNITY CORRECTIONS FLOOR PLANS
APPENDIX E
STAKEHOLDER POWER POINT SLIDES
National Institute of Corrections

The National Institute of Corrections (NIC) is an agency housed within the U.S. Department of Justice that was established to provide leadership, training, and technical assistance to the field of corrections.

NIC Resources and Services

NIC Information Center:

The NIC Information Center, based in Aurora, CO, is a clearinghouse of corrections-related information covering a variety of jail topics:
- video tapes
- Publications
- sample manuals
- training plans

NIC Resources and Services

Website: www.nicic.gov

NIC has a website that is an excellent resource for everyone in corrections:
- Visitors can download a variety of documents from the publications section
- The website also includes NIC’s annual service plan, training schedules, and links to other useful websites.
Jail and Justice System Assessment

**Purpose...**
- Determine the need for improvements to the existing jail & work release facility and its operations (including the potential need for new construction and/or renovation)
- Determine the need for improvements to enhance the effectiveness of the overall justice system.

**Jail and Justice System Assessment**

**Process...**
- Meeting with key justice system officials
  - Policies and practices (how the system works and why)
  - Issues & concerns with the jail from the justice system’s perspective
- Jail & Work Release facility tours
  - Observations & impressions of jail and other justice facilities
  - Review data on jail use and trends
- Community meeting

**Jail and Justice System Assessment**

**Community Meeting**
- Educate the participants about the role of justice system policies and practices on the use of the jail and the size of the jail population
- Provide participants with the TRPs’ initial impressions based on the jail tour and meetings
- Provide participants with information about the facility development and needs assessment processes
- Provide a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

**Issues Prompting the Request for Assistance**
- C.C.C. Physical plant (age, condition)
- Safety (of staff, inmates)
- Crowding
- Risk management
- Restrictions on who can be in the CCC
- Opportunity to consider relocation
- Evaluate CJS Alternative Programs
- Changes in State Legislation

**What is the Role of the Jail and Work Release Center within the Community?**
- A reflection of community values
- A component of the local criminal justice system

**Discussion of Current Situation**
Observations and Impressions

- Jail and CCC near capacity
- CCC – housing units are too large, 124 & 83
- One unit entered through boiler Room
- No direct supervision at CCC
- Camera surveillance is minimal and out of date equipment
- Lack of staffing at CCC
- New Jail has efficient design, Direct Supervision

Observations and Impressions

- Old jail has potential to be remodeled in usable space
- There is a real willingness among stakeholders to examine entire Criminal Justice System
- Many alternative programs are in place, but there are other options to be explored (community service, etc.)

Old Jail

New Jail

Current Community Corrections

Current Community Corrections
Rationale for a Systemic Approach to Planning

- The policies and decisions of key officials in the justice system have a significant impact on correctional and detention bed space needs.
- The manner in which cases are processed by justice system agencies, or the availability of alternative programs, can affect the number of detention admissions and/or the length of stay of persons in custody.
Common Justice System Issues (To Overcome)

- Justice systems often lack a common mission and goals
- Each entity within the system tends to act independently
- Seldom is joint planning required
- Information is not widely shared and conveyed only when necessary
- Resources are separate, serving each entity's individual needs
- Authority/accountability rests within each individual entity
- Each entity has its own measures of success

Facility Development Process: Nine Phases

1. Project Recognition
2. Needs Assessment
3. Program Development
4. Project Definition and Implementation Plan
5. Design
6. Bidding
7. Construction
8. Occupancy
9. Post Occupancy

Facility Development Process: Eight Tracks

1. Non-Facility Alternatives
2. Transition
3. Site
4. Capital and Operational Cost
5. Project Delivery Method
6. Outcomes
7. Professional Services Acquisition
8. Building Support for the Project

Tracks Can Span More than One Phase

Typical Project Duration in Months

<table>
<thead>
<tr>
<th>Phase</th>
<th>Low</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Recognition</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Needs Assessment</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Program Development</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Project Definition &amp; Implementation Plan</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Design</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Bidding</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Construction</td>
<td>14</td>
<td>24</td>
</tr>
<tr>
<td>Occupancy</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Post Occupancy</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>44</td>
<td>68</td>
</tr>
</tbody>
</table>
INDEPTH LOOK AT EARLY PHASES

NEEDS ASSESSMENT PROCESS
Overview of the Criminal Justice System
- Interview all of the CJS agencies
  - Current policies/practices
  - Issues (e.g., booking fees)
- Design data collection to quantify processing of defendants
  - Volume/type of contacts/arrests
  - Decisions - street and jail
  - Types of release and lengths of stay
- Collect and analyze data
- Issue report which describes current policies and workloads

NEEDS ASSESSMENT PROCESS
Inmate Profile
- Design data collection instrument to take a snapshot of who is in jail
  - Gender
  - Race
  - Residence
  - Charge Status
  - Charge Type
- Computer entry and analysis
- Report

NEEDS ASSESSMENT PROCESS
Current Systems Policies and Practices Impact on Jail Population
- Pretrial Release Options
- Processing times in the court system
- Sentencing Alternative Options
- Restrictions on CCC population
- Changes in state legislation

NEEDS ASSESSMENT PROCESS
Alternatives to Incarceration
- Inventory available alternatives
- Determine level of usage and coordination
- Recommend additional alternatives or uses of existing programs

Alternatives – Existing and Potential
Existing:
24/7 Work Release
Options to Explore:
- Community Service Programs
- Day Reporting
- Electronic Home Detention
**NEEDS ASSESSMENT PROCESS**

Alternatives – Exploring the options
- Research national best practices
- Criminal justice stakeholders – build consensus
- Evaluation of existing & potential programs
  - Service models; evaluation tools; staffing/caseload ratios; supervision and operational requirements; supervisory agency; costs
- Collect data
- Analyze data
- Develop implementation plan

(continued)

- Population Projects and Capacity Recommendations
  - Examine jail data
    - Admissions
    - Length of stay
    - Average daily populations
  - Correlate the CJS data collected above and develop different forecast scenarios

**FUNCTIONAL PROGRAM**

- Develop mission statement/operational philosophy
  - Functional/Operational Program
  - Operational scenarios
    - Booking
    - Housing
    - Medical
    - Food service
    - Programs
- Develop a Staffing Analysis/Operational Costs

**ARCHITECTURAL PROGRAM**

- Space Program
  - Design criteria
  - Space needs
  - Space relationships
- Construction and project costs
- Site analysis

**KEY ISSUES**

- Address during programming
  - Type of cells (single, dorms or multiple)
  - Interface with existing CJS agencies
  - Classification and proper separation
  - Surveillance versus supervision
  - Circulation/inmate movement
  - Types of programs and services
  - Centralized or decentralized prog./services
  - Need for electronics
  - Natural light in cells
  - Accessibility of services
  - Expandability
  - Perimeter security

**NEEDS ASSESSMENT PROCESS**

Jail Population Management

- Jails have a tendency to fill up
- The population needs to be managed
- Series of recommendations on how to manage the population
DEFINE THE PROJECT

- Test Options
- Site Selection and Analysis
- Program
- Functional Program
- Staffing
- Costs

PROJECT DEFINITION

When phase is complete you will be able to answer the following questions:

- Who will the facility serve?
- How big will the facility be?
- How does the facility operate?
- Where is the facility located?
- What does the facility look like?
- How much will it cost?

Construction Costs vs. Project Costs

PROJECT COSTS & OWNER INFLUENCE

QUALITY, QUANTITY, COSTS

COSTS
- Ability to pay
- Value engineering
- Cost control from day one

QUANTITY
- Required space
- Types of space

QUANTITY
- Classification
- Security
- Durability
- Building image
- Systems performance

Assessing Your Readiness Plan
Assessing your System’s Readiness to Plan

Assessing readiness can help identify:
- issues that may impede the process
- opportunities for strengthening the process
- potential allies or supporters who will help move the planning process forward

Are You Ready?

- Is there a sense of urgency or compelling reason to act?
- Is there a commitment of active and involved leadership throughout the duration of the planning process?
- Is there a commitment of resources necessary to complete the needs assessment and master planning process?
- Are key decision-makers willing to commit the time to actively participate?
- Are key decision-makers willing to share data and information about their policies and practices?

Next Steps

- Form a Criminal Justice Advisory Committee
- Inventory all existing alternative programs
- Explore options of other alternative programs
- Need Assessment of the CJS
- Data collection
- Tour other County Programs
- Seek outside assistance (if needed)
- Participate in the NIC – PONI Program

NIC Resources

- Funded Training and Assistance:
  - Tours
  - Planning of New Institutions (PONI)
  - Managing Jail Design and Construction (MJD&C)
  - How to Operate New Institution (HONI)

- NICIC.Gov
  - Videos
  - Publications

Town Hall Meeting

- Introductions/NIC Overview
- Issues Prompting Request For JJSA
- Discussion of Current Situation
- Jail and Work Release Tour Observations
- Overview of the Facility Development Process
- Community Involvement
- New Work Release Facilities
- Next Steps
APPENDIX F
TOWN HALL POWER POINT SLIDES
INTRODUCTIONS

- Who we are
- Participant Names and agency they represent
- One main issue that brought them here

National Institute of Corrections

The National Institute of Corrections (NIC) is an agency housed within the U.S. Department of Justice that was established to provide leadership, training, and technical assistance to the field of corrections.

NIC Resources and Services

Technical assistance to individual jurisdictions

Information Center

Website: www.nicic.gov

Jail and Justice System Assessment

Purpose...

- Determine the need for improvements to the existing jail & work release facility and its operations (including the potential need for new construction and/or renovation)
- Determine the need for improvements to enhance the effectiveness of the overall justice system.

Process...

- Meeting with key justice system officials
  - Policies and practices (how the system works and why)
  - Issues & concerns with the jail from the justice system’s perspective
- Jail & Work Release facility tours
  - Observations & impressions of jail and other justice facilities
  - Review data on jail use and trends
- Community meeting
### Jail and Justice System Assessment

**Community Meeting**
- Educate the participants about the role of justice system policies and practices on the use of the jail and the size of the jail population
- Provide participants with the TRPs’ initial impressions based on the jail tour and meetings
- Provide participants with information about the facility development and needs assessment processes
- Provide a forum for participants to share their concerns and ideas about the issues raised and initiate discussions about planning for change.

### Issues Prompting the Request for Assistance
- Crowding
- Restrictions on who can be in the CCC
- Opportunity to consider relocation
- Changes in State Legislation

### Discussion of Current Situation

### Observations and Impressions
- Jail and CCC near capacity
- CCC – housing units are too large, 124 & 83
- One unit entered through boiler Room
- No direct supervision at CCC
- Camera surveillance is minimal and out of date equipment
- Lack of staffing at CCC
- New Jail has efficient design, Direct Supervision

### Observations and Impressions
- Old jail is available for to study as an option for re-purposing
- There is a real willingness among stakeholders to examine entire Criminal Justice System
- A couple of alternative programs are in place, but there is a desire to explore other (community service, etc,)
County Challenges

- Funding (capital and operations)
- Long-term Management of population

Existing Alternatives

- Scram
- 24/7
- Work Release

Alternatives to Explore

- Day Reporting
- Electronic Monitoring
- Work Crews/Day Reporting
- Rebound Project
- Community Service

Impact on Resources

- Scram
- 24/7
- Work Release
- Day Reporting
- Electronic Monitoring
- Work Crews/Day Reporting
- Rebound Project
- Community Service

Program Services

- Mental Health
- Substance Abuse
- Combination of MH & SA
- Domestic Violence
- Anger Management
- Parenting
- Job Skills Training
- Assistance with job and Housing Placement

Old Jail
Rationale for a Systemic Approach to Planning

- The policies and decisions of key officials in the justice system have a significant impact on correctional and detention bed space needs.
- The manner in which cases are processed by justice system agencies, or the availability of alternative programs, can affect the number of detention admissions and/or the length of stay of persons in custody.
Rationale for a Systemic Approach to Planning

- The decisions of the various justice system officials, (police, courts, probation etc.) in the course of their day-to-day processing of persons through the justice system determine how a detention or correctional facility is used.

Detention officials have little control over who comes to jail or how long they stay.

Facility Development Process: Nine Phases

1. Project Recognition
2. Needs Assessment
3. Program Development
4. Project Definition and Implementation Plan
5. Design
6. Bidding
7. Construction
8. Occupancy
9. Post Occupancy

Tracks Can Span More than One Phase

<table>
<thead>
<tr>
<th>Phase</th>
<th>Low</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project Recognition</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Needs Assessment</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Program Development</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Project Definition &amp; Implementation Plan</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Design</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Bidding</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Construction</td>
<td>14</td>
<td>24</td>
</tr>
<tr>
<td>Occupancy</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Post Occupancy</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>44</td>
<td>68</td>
</tr>
</tbody>
</table>
### Phase 1. Tasks
**Project Recognition**

- **Key Activities**
  - Problem definition
  - Assessment of facility and program assets, liabilities and resources
- **Key Issues**
  - Identifying and organizing people to work on the issue
  - Determining how to proceed

### Phase 2. Tasks
**Needs Assessment**

- **Key Activities**
  - Information gathering and analysis
    - Data
    - Trends
    - Best practices
    - Standards
  - Defining mission and values
- **Key Issues**
  - Identifying options
  - Facility
  - Alternatives
  - Policy
  - Evaluating facilities, operations and programs

### Phase 3. Tasks
**Program Development**

- **Key Activities**
  - Functional Programming
    - Operational Scenarios for all functions
  - Space Programming
    - Square footage
    - Space adjacencies
- **Key Issues**
  - Planning future operations
  - Operational Efficiency

### Phase 4. Tasks
**Project Definition & Implementation Plan**

- **Key Activities**
  - Site Selection
  - Test Options
  - Architectural Program
  - Functional Program
  - Staffing
  - Project Costs
- **Key Issues**
  - Budgeting
  - Support for preferred option / alternative
  - Strategy to move to the next stage

### Phase 5. Design Tasks
**Schematic Design**

- **Key Activities**
  - Defining building layout and appearance
  - Initial engineering decisions
  - Fitting the building to the site
  - Approvals
    - Owner
    - Agency
  - Update staffing
- **Key Issues**
  - Consistency with program and budget
  - Design opportunities

### Phase 5. Design Tasks
**Design Development**

- **Key Activities**
  - Dealing with the details
  - Selecting systems and materials
  - Special studies
  - Outline Specifications
  - Approvals
    - Agency
    - Owner
- **Key Issues**
  - Consistency with program and budget
  - Consistency and coordination
Phase 5. Design Tasks
Construction Documents
- Key Activities
  - Developing bid documents (plans and specifications)
  - Final Approvals
    - Owner
    - Agency
- Key Issues
  - Consistency with program and budget
  - Consistency and coordination

Phase 6. Tasks
Bidding
- Key Activities
  - Plan for advertising
  - Selection of successful bidder
- Key Issues
  - Qualification of bidders
  - Review of bids
  - Alternates
  - Bid vs. Budget
  - Contract negotiations

Phase 7. Tasks
Construction
- Key Activities
  - Permitting
  - Construction monitoring and supervision
  - Contract administration
  - Approvals and acceptance
  - Material testing
- Key Issues
  - Change order management
  - “As built drawings”
  - Warranties and technical manuals

Phase 8. Tasks
Occupancy
- Key Activities
  - Commissioning and mobilization
  - Accepting the building
  - Installation of moveable items and owner supplied equipment
  - Initiating routine and preventive maintenance
  - Public activities
- Key Issues
  - Access to the building
  - Conditional or partial occupancy
  - Dates and timing

Phase 9. Tasks
Post Occupancy
- Key Activities
  - Fine tune facility and operations
  - Six-month evaluation
- Key Issues
  - Commitment to these tasks
  - The impact of change

PROJECT COSTS & OWNER INFLUENCE
What is the Role of the Jail and Work Release Center within the Community?

- A reflection of community values
- A component of the local criminal justice system

Raising the Issue / Getting Started

- **Focus:**
  - What’s the problem?
  - What do we have now?
  - Why do we have to change?

- **Raises questions:**
  - What should we do?
  - What do we need?
  - What are our options?

Building a Case for Support / Gathering Information and Documenting Need

- Initial team of “movers and shakers”
- Assessing type of support needed
- **Focus:**
  - What do we need?
  - Why do we need that?
- **Followed by:**
  - What will it cost?
  - What fits our needs, values and resources?
  - What will it look like?
  - Where will it be?
Information Dissemination Strategies

- Written information
- Graphic information
- Tours
- Community discussions
- Internet
- Media relations

Participation Strategies

- Initial planning group
- Advisory group
- Group meetings
- Community forums
- Planning in public

Make A Commitment

- Essential role of elected officials and community leaders
- Resources:
  - Good sound bites
  - Consistent message
  - Consistent information
  - Good answers

Next Steps

- Form a Criminal Justice Advisory Committee
- Inventory all existing alternative program
- Explore options of other alternative programs
- Need Assessment of the CJS
- Data collection
- Tour other County Programs
- Seek outside assistance (if needed)
- Participate in the NIC – PONI Program

EXAMPLES OF ALTERNATIVE SENTENCING FACILITIES

- Larimer County, CO
- Washington County, OR
- Orange County, FL
- Philadelphia, PA x 2
- Bergen County, NJ
APPENDIX G
COMMUNITY CORRECTIONS USE PERMIT
April 28, 1992

Mr. Robert Kolbe  
Minnehaha County Commission  
415 North Dakota Avenue  
Sioux Falls, SD 57102

Dear Mr. Kolbe:  

Petition No. 92-3-20

You recently submitted a petition for conditional use permit for a group home in the C-4 Commercial District.

Legal Description: Block 58, Airport Addition

The City Commission, at a meeting held on Monday, April 20, 1992, denied your petition.

The City Commission, at a meeting held on Monday, April 27, 1992, reconsidered the request and approved your petition subject to the following stipulations:

1. Remove all signage and not allow any other signage.
2. There be no persons allowed in the facility who are convicted of violent crimes or sex crimes.
3. There be no front fence and the side and rear fencing be residential in character.
4. In the event both conditional use permits regarding the County's work release facility are approved upon a final decision on one site being made by the County, the conditional use permit for the site not chosen shall become null and void.

Your petition will become effective on May 6, 1992, unless protested in accordance with City ordinances.

Building permits must be obtained before starting any new construction, remodeling, or change in use of existing buildings or property. A complete plan check will be done to make sure all City requirements are met. Contact the Building Services Office at 339-7034.

Sincerely,

Stephen D. Metli  
Director of Planning and Building Services

cc City Clerk of Records